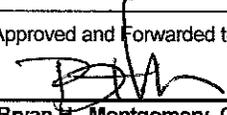




## STAFF REPORT

**Date:** Tuesday, May 26, 2015  
**To:** Bryan H. Montgomery, City Manager  
**From:** Joshua McMurray, Planning Manager  
**Subject:** **Downtown Oakley Priority Development Area (PDA) Market Study Work Session**

Approved and Forwarded to City Council:

  
Bryan H. Montgomery, City Manager

### Background and Summary

Through the Contra Costa Transit Authority (Authority), the City applied for and was awarded a \$100,000 grant to conduct a Downtown PDA Market Study. The Market Demand Analysis and Land Use and Development Alternatives Study will provide the City vital information relevant to the benefits a potential San Joaquin JPA Station and/or a Tri Delta Transit park and ride lot would bring to the Downtown PDA in terms of economic expansion including new retail/commercial uses as well as job creation. The City will also obtain information regarding the feasibility of TOD near or around such a train station or transit lot. Detailed mapping of potential project sites and TOD opportunity areas will be prepared, as well as a corresponding pro forma analysis that outlines the market feasibility of a transit station and surrounding TOD development.

The lead project team assigned to work with Oakley is Perkins and Will. Along with Perkins and Will, they bring in several highly qualified sub consultants to the team: Fehr and Peers Transportation Planning and EPS Economic and Planning Systems. The City of Oakley City Council approved the cooperation agreement with CCTA on March 10, 2015. Since that time a project "kick-off" meeting was held on April 24, 2015 and the first project meeting was held on May 12, 2015. Staff has attached the Project Scope along with the Project Timeline.

At the May 12<sup>th</sup> meeting, Staff and the project team discussed three potential train station/park and ride lot locations that could be studied. The purpose of this work session is for the project team to present the three sites and go over each sites pros and cons. This discussion will help shape the study and will give the project team essential feedback and direction to move forward with the project.

### Recommendation

Staff recommends that the City Council of the City of Oakley receive the Staff report and presentation and provide direction and feedback to the project team.

### Attachments

1. PDA Planning Grant Scope of Work and Project Timeline

**DOWNTOWN OAKLEY MARKET STUDY  
THIRD DRAFT SCOPE OF WORK  
28 JANUARY 2015**

**Project Purpose**

This scope of work submitted by Perkins+Will, EPS and Fehr & Peers (the P+W team), is in response to the City of Oakley's successful application for PDA grant funds and an informational meeting held with all team members on 10 December 2014 in Oakley. A broad overview is provided in the following excerpt from the text of the July 2014 application submitted to CCTA:

*The City of Oakley wishes to conduct a Market Demand Analysis and Land Use and Development Alternatives Study that focuses on placing a transit station within the Downtown PDA. The purpose of this analysis is to determine the feasibility of placing either a San Joaquin JPA Station and/or a TriDelta Transit park-and-ride lot in the PDA and its overall effect on the housing and economic (commercial/retail) conditions of the downtown area.*

**Scope Overview**

Specific scope elements will require the analysis of land patterns, uses, transportation needs and real estate market potentials by the land use, economic and transportation teams individually and their combined strategic application to the issues and potentials at hand. As noted in the July application this includes:

*The expectation is that the Market Demand Analysis and Land Use and Development Alternatives Study will provide the City vital information relevant to the benefits a San Joaquin JPA Station and/or a Tri Delta Transit park and ride lot would bring to the Downtown PDA in terms of economic expansion including new retail/commercial uses as well as job creation. The City is also seeking information regarding the feasibility of TOD near or around such a train station or transit lot. Detailed mapping of potential project sites and TOD opportunity areas would be expected, as well as corresponding pro forma analysis that outlines the market feasibility of a transit station and surrounding TOD development.*

**Project Approach**

The Study's focus will be a strategic one, identifying opportunities and development incentives that encourage private development, best support transportation improvements and achieve the goals of the City. As such, up to three land-use alternatives will be developed and evaluated with the City to support the selection of a multi-faceted urban design framework for improvements in and around Downtown Oakley. The primary focus of the study will be on 'near-term' change-areas; locations where a new transit facility could be located and new development is likely.

Key in the development of alternatives will be a site the City has identified along Main Street roughly between Second and Fifth Streets as a potential location for a transit station, which could serve as a park and ride for Tri-Delta Transit and potentially as a station platform for the San Joaquin (Amtrak) rail service. The team will be preparing a market analysis for the study area, and then applying findings to determine the feasibility and effects of using the site for a mix of development program that supports the transit uses and compares the parallel potentials if applied to the previously proposed and permitted commercial uses for the proposed transit site. The P+W team will also focus on estimating the potential usage of the transportation services at that site, and assessing the potential effects on the local transportation system of a future transit station.

The study area is assumed to be the Downtown Specific Plan (DSP) Subarea as defined in the July 2014 PDA application package, although the P+W team is willing to make minor adjustments to the boundaries of this area if requested by the City to accommodate previously unidentified opportunity sites. We would expect such adjustments not to increase the overall size of the study area, merely shift the boundaries. The P+W team will also expect City staff to identify all properties within the study area boundary which are not anticipated to change use within the projected time-frame of the study and which will be shown as 'existing to remain' on project documentation. The agreed-upon boundary, along with properties to be shown as existing to remain, is henceforth referred to as the 'project study area' in this scope of work.

This study is intended to complement the DSP approved in 2010 by incorporating the City's subsequent purchase and recently completed redevelopment of 7 acres of land at the heart of the DSP Subarea and by exploring alternative and better land-uses for parts of the project study area where the current land-uses do not fit within the vision of the DSP.

The P+W team will work with City staff to refine and confirm the proposed scope of work prior to entering into a contract with CCTA. The outline project schedule which accompanies this scope of work anticipates that this study can be completed within a 16 to 18 week period. Tasks, durations, milestones and deadlines will be reviewed with City staff at project commencement and adjustments can be made as necessary to accommodate specific requests. The projected time-frame for the study is a five year period, by which time major decisions about the transit infrastructure investments will have been made by the relevant agencies and the consequent potential for redevelopment and growth within the study area will be more predictable.

## **Task 1: Project Initiation**

### **1.1 Project Start-Up and Client Meeting**

The P+W team will commence the project with a kick-off meeting with City Staff to confirm project goals, overall approach, scope of work, project schedule, communication protocols, key stakeholders and available base information. It is assumed that City staff will provide the P+W team a memorandum identifying and summarizing all relevant goals, issues, ideas, policies and programs to establish a planning foundation for our work on this project.

At this meeting the P+W team will review this scope of work and the outline project schedule with City staff to ensure full agreement amongst both parties. P+W will make any necessary and agreed changes to the documents which may arise out of this review.

The P+W team expects City staff to make known any stakeholders who should be consulted during the course of the project at this meeting. Frequency and extent of involvement of stakeholder groups will be discussed and agreed. This information will be incorporated into the scope and project schedule immediately following the meeting.

The City will be responsible for providing the P+W team with all appropriate base information, including GIS, CAD and other digital files and plans. We propose that this meeting be a half-day session so that the P+W team and City Staff can tour the project area, identifying and discussing opportunities and issues arising. Subsequent to the meeting, P+W will set up project and communication protocols with the client and the rest of the project team.

### **1.2 Communications and Management Protocols**

P+W will draw upon its experience as prime consultant to multi-firm, multi-disciplinary teams in order to tailor the communication protocols to this project.

Working jointly with City staff, the P+W Project Manager (PM) will be developing meeting agendas and meeting minutes for all key team meetings that will be distributed to required attendees by the P+W PM. The meeting notes will focus primarily on documenting agreed-upon follow-up actions and responsibilities for the P+W team and City staff. The P+W PM will issue meeting minutes within one week of the meeting, or sooner, depending on the urgency of follow-up actions.

In addition to the team meetings and conference calls, team members are expected to be in direct communication with the City for discussion and feedback as required. Record notes of these independent meetings will consist of key decisions made and action items if necessary. This information can then be reported by the City or team member in a timely manner at team meetings, during conference calls or sooner via email if key decisions and directions need to be communicated.

Management actions are critical to the success of the project. As such, close coordination will be necessary between the P+W PM and the City's PM at each step in the process. Regular phone calls and exchange of e-mail messages are anticipated as part of this process.

P+W, primarily through the PM, will direct and review sub-consultant work throughout the process, ensuring completion of draft and final documents, and establishing a collaborative process consistent with this overall Scope of Work, Project Schedule and Project Budget. P+W, their consultant team and City are expected to share ideas and offer constructive feedback as the various studies are being prepared, working to ensure that key findings and concerns generated through one subtask are considered in overall project findings and recommendations. The objective will be a seamless transition from one task to the next.

The P+W team anticipates a shared responsibility between City staff and the P+W team to bring to each other's attention to any areas of concern in a timely manner to ensure a mutually acceptable way forward may be developed and agreed upon

The transfer of information will be primarily web-based, with day-to-day communications utilizing Microsoft Outlook e-mail and calendar functions. Small and medium sized files may be attached to e-mails for distribution. The upper-limit file size for e-mail attachment will be defined at project start-up.

P+W will also set up an internet-based document management/exchange platform called Newforma for efficient and secure sharing of larger files among consultants and the City. Newforma tracks all files shared and maintains a record of files accessed by user group. It will help team members effectively communicate, and share information through the course of the project.

### **1.3 Document Control**

P+W will establish the minimum software requirements needed by each of the sub-consultants (and in discussion with the City), to ensure an easy share of document and information between the consultant team members.

Draft and final documents will be submitted through the P+W PM to the City's PM. The City, primarily through the PM, will ensure timely review of all draft documents, providing a single set of consolidated City staff comments back to the P+W PM within two weeks of receipt of the documents from P+W, and in meeting other responsibilities as contained in this Scope of Work. Comments received from the City on each draft document will be addressed in each final deliverable.

The P+W team will provide only electronic (PDF) copies of all deliverables. The City will be responsible for reproduction and distribution to necessary parties.

The Consultant team shall retain ownership of intellectual property rights to any methods or models created or used to produce the work product provided to the City.

#### **Task 1 Meetings**

*One project kick-off meeting and site tour*

#### **Task 1 Deliverables**

*Final scope of work*

*Project Schedule*

*Communication and management protocols as needed.*

### **Task 2: Existing Conditions Analysis and Potential Site Activity**

The P+W team will examine existing conditions within the study area pertaining to:

- Land uses, patterns and urban form;
- Urban design character
- Market values of different real estate types
- Circulation and transportation;

The P+W team will use this information to analyze opportunities and constraints in relation to transit oriented development and transit facility planning overall and with a particular focus on the City's target sites.

- **Base Map.** Based on this examination and review of relevant documents provided by City staff, the P+W team will prepare a base map of the project study area.
- **Memorandum.** The P+W team will prepare a memorandum, with supporting diagrams and pictures, summarizing the opportunities and constraints in the project study area.
- **Evaluation Criteria.** This task also includes preparation of evaluation criteria for use in subsequent tasks to help frame, understand and evaluate the alternative concept plans for the study area. These criteria will draw upon the goals and objectives of the DSP and the City's CCTA application, and be reviewed with the City.

EPS will gather pricing data for residential and retail and live/work uses in this task. EPS will also integrate information related to potential mobility improvements from a park and ride location (for Tri Delta Transit buses) and/or a train platform (San Joaquin JPA commuter trains) from Fehr & Peers (FP).

- **Residential.** Given the lack of market rate multifamily residential in Oakley, EPS will review pricing for rental and for-sale multifamily housing in Antioch, Brentwood, and/or other comparable areas. EPS will also compare these prices to advertised and /or actual sale and rental pricing for single-family homes in Oakley to describe the competitive landscape for new multifamily units. In estimating the marketability of multifamily residential, EPS will consider the performance of similar residential sub-markets near up to four (4) existing Tri Delta park and ride lots and/or train platforms, to be identified with City staff.
- **Retail.** With a new grocery store, refurbished hardware store, and restaurant recently developed along Main Street and other retail amenities nearby (e.g., Cypress Shopping Center and Oakley Town Center), new large-scale retail opportunities are unlikely to be significant. However, EPS will explore the potential for niche-retail types (e.g., wine or other Oakley-specific products made or assembled in Oakley).
- **Office.** While downtown Oakley is unlikely to benefit from demand for conventional office types, there may be potential demand for small office space. To examine this, EPS will analyze data related to the number of Oakley residents who work at home (based on Census data and/or City business license data). These small-business owners may provide future demand for small office space on Main Street.

The transportation team will also complete existing conditions analyses, circulation mapping, and assembly of available transit information and projections.

- **Current Daily Traffic Conditions.** To establish current daily traffic conditions, FP will collect three days of hourly traffic counts along Main Street in the vicinity of the proposed site.
- **Mapping Transportation Key Characteristics.** FP will contribute to P+W's site mapping by marking up a draft map to denote the physical and operational characteristics of the local transportation network (e.g., number of lanes and lane widths, presence of parking, intersection control, sidewalks/crosswalks and other pedestrian facilities, etc.).
- **Coordination with Transit Providers.** FP will coordinate with Tri-Delta Transit to obtain relevant data, such as current ridership on the bus routes that would use the new park and ride, usage at other park and ride sites in the Tri-Delta service area, and any projections they may have done about potential usage at this new site. FP will also coordinate with the San Joaquin Joint Powers Authority to obtain relevant data, such as current and projected ridership at similar stations (particularly the Antioch station) and any ridership projections they may have completed as part of service planning along the San Joaquin route.

#### **Task 2 Meetings**

*One web-based staff/team meeting*

#### **Task 2 Deliverables**

*Base map(s)*

*Summary memorandum; opportunities and constraints*

*Preliminary list of evaluation criteria*

*Draft technical memorandum on transportation usage of proposed transit site*

### **Task 3: Development and Evaluation of Land-Use Alternatives**

#### **3.1 Development of Alternatives**

Based on information gathered during Tasks 1 and 2, the P+W team will work with City staff to develop up to three land use alternatives for the project study area. The P+W team will prepare preliminary concept plans for the project area. Key development or 'opportunity' sites will be identified as part of the concept plan. Test fit alternatives will be studied for these selected sites, to understand development yields, market support, and traffic impacts, among other factors. The land-use alternatives will contrast different land use compositions and development densities – and use precedents to help communicate and solicit informed responses from City participants. The alternatives will include proposals for opportunity/catalyst sites. Each land-use alternative will include a summary of the development potential, including a list of the analysis assumptions made.

EPS will research local development costs for multistory building types such as pure residential, residential mixed-use, pure office, and office and retail mixed-use. Based on these costs and market information gathered in a previous task, EPS will prepare up to four (4) financial pro formas for prototypical development types likely to include two to four-story building types. This task may include other prototypes, depending on work done by other team members and City direction. EPS anticipates that this analysis will result in prototypes which are feasible today or will reveal the level of market improvement required to support the development types analyzed.

The City of Oakley is in discussions with Tri Delta Transit related to a bus park-and-ride lot and has begun communications with San Joaquin JPA related to a potential train platform in the City. EPS will work with team members to understand benefits to the commuter from the various potential transit facility sites in the PDA.

To develop input related to the economic dimensions of potential transit facility locations, EPS will review existing uses and consider potential new uses (on underutilized or vacant property) near each potential transit facility location. EPS will analyze the likely economic benefits to nearby properties, consider potential drawbacks of locating a surface parking lot in a particular location, and develop economic metrics to compare each location.

FP will develop a range of potential target site activity, in terms of both transit riders and the passenger mode of access to the station area, on a typical weekday under two scenarios: one in which the agreed upon target site is used only as a Tri-Delta Transit park and ride lot, and the other in which the site hosts both a park and ride and a San Joaquin rail station. The results of this task will be estimates of the potential site activity under both scenarios, and of the modes of access (vehicular, public transit, pedestrian, bicycle) that may be used by those patrons of the transit services on the site. FP will summarize these results in a technical memorandum.

Based on the activity estimates developed, FP will add the vehicular traffic expected from the proposed site to the current daily traffic volumes, and will qualitatively assess the effects of that additional traffic along Main Street. FP will also describe the potential effects of the other modes of access on nearby transportation facilities and land uses.

FP will assist the P+W team by qualitatively assessing the effects of the three land-use alternatives in terms of their potential to generate additional usage at the proposed park and ride/train station site and the relative magnitude of that usage. This qualitative assessment will draw upon the extensive research FP has conducted on the relationships between land use characteristics of a site, such as density and mixture of uses, and the vehicular trip generation associated with that site.

### **3.2 Evaluation of Land-use Alternatives**

Each alternative will be evaluated with respect to the project goals established with City staff during Task 1 to help illustrate the differences between the alternative proposals. The evaluation will include the relative merits of the development opportunities. Evaluation of alternatives will include analyzing density and land use, distribution and amount of open space, opportunity site potential, use of identified opportunity sites, impacts on traffic/parking and vehicle trip generation.

The P+W team will summarize all of the evaluation criteria described above in a 'pros and cons' matrix which will provide an easily understandable overview of the relative merits of the three schemes.

The P+W team will prepare a presentation of the concept alternatives and evaluation criteria to the Planning Commission/City Council for their input into the decision making process. Presentation material will be limited to that which has previously been developed during the course of this task. Members of the P+W team will be available to answer any questions regarding outreach methods, collection of input, inclusion of representative stakeholders, technical procedures and findings.

#### **Task 3 Meetings**

*One alternatives workshop with City staff*

*One alternatives presentation to Planning Commission/City Council*

*One web-based evaluation discussion with City staff*

#### **Task 3 Deliverables**

*Alternative concept plans*

*Summary of market findings, pro forma results, research documentation and supporting tables.*

*Alternatives evaluation matrix*

*Summary of economic dimensions of alternative transit facility proposals*

**Task 4: Refinement of Preferred Plan**

Based on direction from City Staff, Planning Commission/City Council, the team will prepare and document the preferred concept plan and programs for the project study area. The preferred plan may be one of the three alternatives generated during Task 3 or it may be a hybrid which incorporates favorable aspects of each of the alternative (to the extent possible) into a single scheme.

Based on the evaluations prepared in Task 3, FP will assist the P+W team in refining the selected land use plan by advising the team on plan elements that best meet the City's local transportation needs and goals. In addition, FP staff will review the site layout and provide advice regarding vehicular, pedestrian, bicycle, and public transit access to the proposed site, as well as guidance on circulation through the site.

The preferred plan will confirm land-use designations and development densities, conceptual station location, proposals for 'opportunity' sites, circulation and parking layouts, any proposed modifications to the road network and any proposed open space, streetscape and public realm improvements.

The preferred plan with any appropriate recommendations for next steps and implementation actions, will be provided to The City at the conclusion of Task 4.

**Task 4 Meetings**

- One draft preferred plan review with City staff*
- One web-based progress meeting with City staff*

**Task 4 Deliverables**

- Draft preferred plan*
- Final technical memorandum on transportation usage of proposed transit site*

**Task 5. Preferred Plan Report**

The P+W team will prepare a Draft Preferred Plan Report for review by City staff. The Report will incorporate the preferred plan, programs, and technical data prepared in previous tasks. As necessary, the Report will include supporting plans, diagrams, sketches, and pictures to convey, illustrate, and amplify the preferred plan.

The proposed schedule allows for one review by City staff. Upon receipt of one consolidated set of comments the P+W team will revise the report as necessary and issue a Final Preferred Plan Report.

The P+W team will prepare a presentation of the preferred plan to the Planning Commission/City Council. Members of the P+W team will be available to answer any questions regarding outreach methods, collection of input, inclusion of representative stakeholders, technical procedures and findings.

**Task 5 Meetings**

- One preferred plan presentation to Planning Commission/City Council*
- One final preferred plan review with City staff*
- One web-based progress meeting with City staff*

**Task 5 Deliverables**

- Draft preferred plan report*
- Final preferred plan report*

**Exclusions and assumptions**

1. Attendance and preparation for meetings and presentations will be as outlined under each of the tasks. Presentation material for Planning Commission/City Council hearings will be limited to that which has been developed during the course of the relevant task.
2. Any printing of specially-requested large graphics for meetings and Planning Commission/City Council presentations is excluded.
3. Deliverables are limited to those described in each task. Deliverables are assumed to be electronic versions of the documents described. The City of Oakley will be responsible for printing and distribution of any hard copies.

4. The work by the P+W team for each task will be based on feedback and decisions made by City staff during previous tasks. Work necessary to re-visit these decisions will be outside this scope of work. The City will be informed prior to any work of this kind being undertaken and will have the opportunity to approve this work as an extra service.
5. Coordination with agencies (other than transit agencies noted) is the responsibility of City staff. To the extent that conflicting information, recommendations or requirements are received from outside agencies, we will expect City staff to make a determination regarding correct action and give clear instructions to the P+W team in a timely manner that will not impact the schedule as outlined.
6. Perkins+Will's approach closely ties scope and schedule together to offer the City a depth of experience and expertise and the required deliverables. However, extension of schedule and/or delays due to review time extension or complications in arranging dates for Planning Commission/City Council hearings may necessitate additional services.
7. The City will provide one set of coordinated comments for each review period indicated on the outline project schedule.
8. The outline project schedule indicates four in-person staff meetings, four web-based staff meetings and two Planning Commission/City Council meetings. P+W will be present all of these meetings. FP have budgeted six hours staff time for meetings which could be applied to any combination of in-person or web-based meetings, according to need. EPS have budgeted staff time to attend two of the in-person and two of the web-based meetings, according to need.

